

2399 72-1307

26 May 1972

MEMORANDUM FOR: Deputy Director for Intelligence
Deputy Director for Plans
Deputy Director for Science and Technology
Deputy Director for Support

SUBJECT : Information Control -- Archives, History,
and Records

1. Executive Order 11652 and the implementing National Security Council Directives governing the classification/declassification of national security information must be implemented by 1 June 1972. It is also clear that new pressures are building under the Freedom of Information Act toward declassification of events in U.S. history wherein CIA played a significant role. The implications of these developments clearly require the fullest coordination of information control procedures, including records management, histories, and archives administration. It follows that we should provide a single mechanism for the execution of these programs.
2. In essence, the three elements of Information Control: Records Management, Archives, and History, all record our experience to make it available for future use as required. This use includes file searches for current operational support, briefing and training new personnel, and answering press or congressional questions as to the Agency's role in earlier events. The problem is to design a system which will satisfactorily answer the needs of the future in these fields with a minimum expenditure of man-hours and funds at present. In these days of declining personnel ceilings, we obviously cannot dedicate large amounts of current manpower to making immediately available detailed answers to all contingent questions. At the same time, we must constantly protect the sensitive sources and methods of intelligence in the national interest and respect our fiduciary responsibility for the safety of many of our sources.

3. In our approach to this problem in this internally compartmented Agency, it is essential to decentralize much of the responsibility and most of the actual effort. At the same time, this decentralization needs to be matched by a system which will indicate the degree to which minimum standards are met by all units, and a mechanism by which units can profit by interchange of experience and by sharing solutions.

4. In our analysis we must clearly recognize different kinds of information material and the different purposes we expect them to serve. Some of our records are important basic reference tools, e.g., CI files. Some are analyst working files of moderate life requirements. Some are formal publications of the Agency distributed elsewhere in the government with source sanitization. Some are operational records and documents, and some of these are highly sensitive and must remain compartmented as well as classified. Some of our reviews of past events are essentially chronicles of these events, which have value to new arrivals. Some should be analytical reviews drawing lessons and conclusions. Our system should reflect these differences if it is to do the job needed.

5. The following overall approach to this situation has been developed for implementation through the mechanisms indicated:

a. Records Management (HR 70-1)

(1) Effective records management is the foundation stone of any satisfactory action in these fields, as well as current operations depending upon effective records. It must be the subject of continuing and serious attention at all levels of the Agency and is the direct and full responsibility of each Directorate and subordinate unit with respect to its own records. The Executive Director will report on the Agency program periodically to the Director and Deputy Director, and it will be reviewed semiannually with the Deputies.

(2) Therefore, a new Records Management Board is hereby established with senior officer representation from the Office of the Director and each of the Directorates. The Office of the Director representative will be the Chairman and the Agency Records Management Officer. The Directorate representatives will be of senior grade, will be the Directorate Records Management Officer, and will be assisted by full time Technical Assistants if they have other responsibilities. This Board will serve as the internal Agency Classification/Declassification Review Committee in compliance with Executive Order

11652. The Board will be supported by a Technical Committee of full-time Records Officer representatives from each Directorate and such panels as may be required.

(3) The first order of business for this Board will be the development of a system and structure for the integrated administration and management of our archives, history, and records declassification systems, following the general principles outlined in this memorandum. Regulations developed for publication in time to meet the 1 June deadline of the Executive Order and implementing instructions are to be regarded as interim measures to satisfy the immediacy of the deadline and serve to highlight the importance of immediate concerted effort to establish orderly and meaningful long-term programs.

(4) The Records Management Board will report its conclusions, recommendations, etc., (with any dissents) directly to the Executive Director. The Records Management Board will make semiannual reports to the Executive Director, outlining the status of the Agency's Records Management Program, any problems it is experiencing, and its recommendations for improvement of the program (including reports on records management to be submitted by the Directorates). The Executive Director will consult with the Deputy Directors before implementing any such recommendations. The present CIA Records Administration Branch, Support Services Staff, DDS, will be transferred to the Office of the Executive Director-Comptroller and will become a Secretariat for the CIA Records Management Board. The CIA Records Center will remain under the supervision of the Chief, Records Administration Branch in the Office of the Executive Director.

(5) The Records Management Board will furnish a nonvoting member to the Agency Information Processing Board, with authority to submit agenda items and recommendations to the Information Processing Board. He will particularly bring to the attention of the Information Processing Board those aspects of the Agency's Records Management Program which should be considered by the Information Processing Board, with any recommendations for support of the Agency Records Management Program requiring Information Processing Board action. He will similarly make available to the Records Management Board all information coming before the Information Processing Board which might be of value or be appropriately considered by the Agency Records Management Board and its members.

(6) The Records Management Board will develop recommendations as to categories of Agency records (such as the categories in paragraph 6 above, plus any others deemed appropriate) and as to specific guidelines for the selection, retention, and declassification of records in these categories. These guidelines should also, where appropriate, include time periods for retention and declassification by category and indicate disposition thereafter, and include appropriate measures to comply with legal and executive requirements for retention and declassification. In particular, recommendations should be made as to the identification of categories which might appropriately be retired as classified government documents under GSA auspices or passed to the National Archives, rather than held solely under CIA control to protect intelligence sources and methods.

(7) The Records Management Board will serve as the forum for recommendations for declassification, Agency contributions to other Agency historical programs and other interagency problems involving the Agency's records. In this process, coordination will be made as appropriate with the General Counsel, the Director of Security, etc.

b. Archives

(1) Each unit submitting an annual report (see below) will identify its key documents and files for permanent inclusion in Agency Archives. The Records Management Board will develop the system or systems by which such documents will be identified on a systematic basis during the year and indexed for later access and declassification review as an element of the Records Management Program. Annually, each unit will make an overall review to ensure that the documents marked for archival retention are neither excessive in detail, inappropriately classified nor incomplete through omissions. A certificate to this effect will accompany the unit's Annual Report, and the Agency Archivist will report any problems in this process to the Executive Director through the Records Management Board.

(2) The Agency Records Management Officer will also be appointed as the Agency Archivist, to supervise the Agency's Archives Program. He will coordinate the execution of the Archives Program through the Agency Records Management Board. He will work in close coordination with the Agency Historian. The Deputy Directors in their Directorates will appoint their Records Management Officers also as

Directorate Archivists, to supervise this program in the Directorate. The Agency and Directorate Archivists will supervise compliance with overall Agency Archives regulations to be drawn up and issued after consultation with the Deputy Directors. A semiannual report to the Executive Director on the Archives Program will be prepared by the Records Management Board.

c. History (HR 1-2c(4))

The major thrust of the Agency Historical Program will be placed on the development of analytical histories of important Agency activities and operations. The "Office History" approach to date, which has been largely successful in bringing our history up to 1965, will no longer be the major focus of the program, as the chronicling of future Agency activity will take place under the Annual Report system outlined below. Thus, future Agency histories will take major subjects of Agency activity and analyze the ways in which the various elements of the Agency worked together to produce the overall contribution to the operation in question. There will be some situations in which a single element of the Agency provided all or most of the Agency participation in any one activity. There will be occasions also when sensitivity will require that any analytical review of an operation be conducted in a most restricted fashion. This will apply to many Clandestine Service histories. Priority will be given to establishing the basic Agency history of the more prominent operations and activities in which the Agency has been engaged, e.g., Cuban Missile Crisis, Bay of Pigs, War in Vietnam, War in Laos, Congo Operations, U-2 Operations, etc., with particular attention to lessons derived from these experiences. These histories should also be indexed in a fashion to permit their use to provide immediate response to public or congressional inquiries on these prominent events to the extent feasible. Histories will in the future depend upon Annual Reports for general chronicle and upon the Archives Program for identification of key documents. The Agency Historian will be an ex officio member of the Records Management Board, will report directly to the Executive Director, and will work in close coordination with the Agency Archivist/Records Management Officer and the Directorate Historians who will be fully consulted on all matters affecting histories concerning their Directorates.

d. Annual Reports

(1) To provide the necessary chronicle of the Agency's activities at minimum expenditure of effort, a system of annual reports of the units and offices of the Agency will be developed. These will be submitted to the next senior command level for review and then held by the originating unit, with a copy incorporated in the Agency's Archives. The requirement for these annual reports will be timed and coordinated with the submission of the Agency's Annual Report to the President's Foreign Intelligence Advisory Board and the Agency's Annual Program submissions to avoid duplication of effort. The identification of the elements to submit these annual reports and an outline of their format will be developed by the Agency Historian for the Executive Director, in coordination with the Deputy Directors. These may include significant contractor units, when these played a significant role in Agency programs or operations. These annual reports should highlight major accomplishments, major problems and overall conclusions and recommendations for future action in the unit itself or by elements supporting or associated with it. As required, compartmented annexes can be compiled and held separately covering particularly sensitive events.

(2) In many areas it will be essential to produce one-time reports to cover the years from 1965 (or the most recent history) to the current Annual Report. This will be undertaken by units identified to submit future Annual Reports. In those situations in which an overall Agency history to be produced will cover the period in question, a separate Annual Report need not be developed (e.g., the War in Laos, the War in Vietnam), as the necessary chronicle and Archives can be developed at the same time as the analytical history. In other cases, however, a one-time effort to catch up to the current annual report system will be necessary, and this will be undertaken by the unit in question. Staff supervision of this activity will be provided by the Agency Historian and Archivist.

e. Classification and Declassification

The Records Management Board will be the focal point for the Agency's implementation of the classification and declassification procedures required by Executive Order 11652. The Board will coordinate as required with the General Counsel, the Director of Security, and others in carrying out this responsibility. The Agency Representative to the Interagency Classification Review Committee under Section

7 of this Order will work through the Agency Records Management Board in carrying out his responsibilities.

f. A Special Assistant for Information Control will be appointed by the Executive Director to serve as Agency Records Management Officer, Agency Archivist, Chairman of the Agency Records Management Board, and perform such other duties in the field of Information Control as the Executive Director may prescribe.

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W. E. Colby
Executive Director-Comptroller

cc: Inspector General
General Counsel
Director of Security